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TWO-YEAR COLLEGES, A REPORT TO THE ILLINOIS BOARD OF HIGHER EDUCATION, DECEMBER 1963.

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THIS 1963 REPORT, PREPARED FOR THE BOARD'S USE IN DEVELOPING A STATEWIDE MASTER PLAN INCLUDING THE JUNIOR COLLEGE, PRESENTED THREE ALTERNATE PLANS--(A) A SYSTEM SUPPORTED AND CONTROLLED BY A STATE AGENCY, (B) EXPANSION OF THE PRESENT SYSTEM BY ENLARGING REGIONS SERVED AND BY COORDINATING THEIR OPERATION, AND (C) ESTABLISHMENT OF 2-YEAR BRANCH CAMPUSES OF STATE UNIVERSITIES TO SERVE A JUNIOR COLLEGE REGION AND LEVEL OF EDUCATION. THE PRINCIPAL DIFFICULTY OF PLAN A WOULD BE IN COORDINATING FINANCES AND CURRICULA WITH COLLEGES ALREADY IN EXISTENCE AND UNDER LOCAL CONTROL. THE MAIN OBJECTION TO PLAN B WAS THAT SUCH AN UPWARD EXTENSION OF A COMMON SCHOOL DISTRICT STRUCTURE WOULD PLACE A LIMIT ON COMPREHENSIVE PROGRAMS AND LARGE ENROLLMENTS. THE DRAWBACKS TO PLAN C WERE (1) LIMITATIONS ON TECHNICAL AND OTHER TERMINAL CURRICULA, (2) CONTROL BY AND RESPONSE TO THE PARENT UNIVERSITY RATHER THAN TO LOCAL NEEDS, (3) FINANCIAL INCOMPATIBILITY BETWEEN LOCAL FUNDING AND UNIVERSITY TUITION FEES, AND (4) CONFLICT BETWEEN UNIVERSITY ENTRANCE REQUIREMENTS AND THE JUNIOR COLLEGE'S OPEN-DOOR POLICY. PLAN A WAS FINALLY RECOMMENDED, TO REGARD THE JUNIOR COLLEGE SYSTEM AS PART OF THE STATE'S HIGHER EDUCATION PROGRAM, AND A PLAN WAS PRESENTED FOR ITS ORGANIZATION, THE ESTABLISHMENT, COMPOSITION, AND POWERS OF ITS BOARD OF CONTROL, ITS RELATIONSHIP TO THE STATE BOARD, AND ITS FINANCING. IMMEDIATE ACTION OF THE ACQUISITION OF SITES AND APPROPRIATION OF FUNDS WAS ALSO RECOMMENDED. (HH)

ERIC

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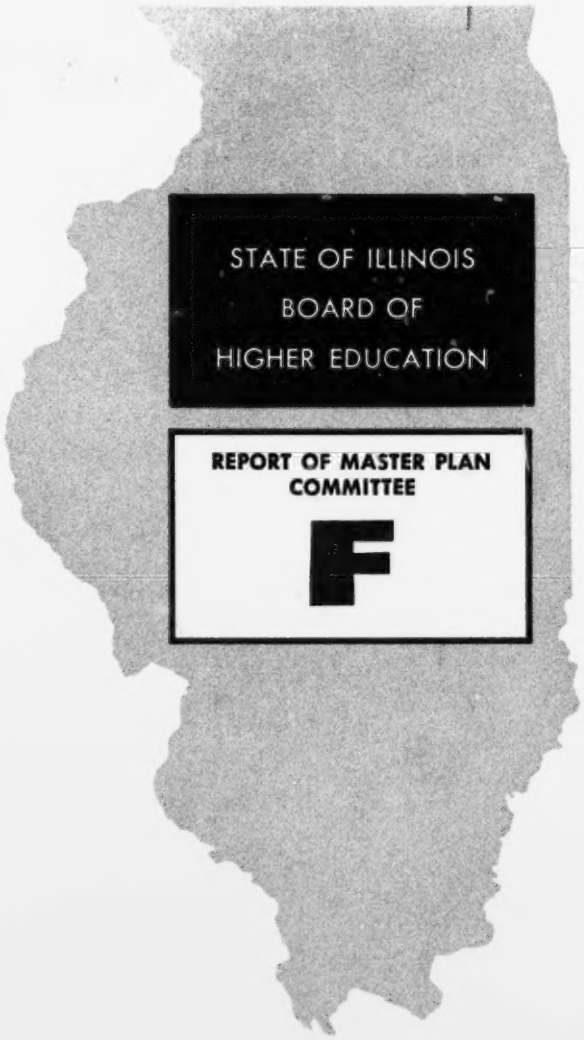

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Two-Year Colleges

A REPORT TO THE ILLINOIS BOARD OF HIGHER EDUCATION, DECEMBER 1963

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F

TWO-YEAR COLLEGES

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A report to the Board of Higher Education for its use in developing a "Master Plan" for higher education in Illinois. This report is the work of the study committee and is NOT the work of the Board or its staff.

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INTRODUCTION

This report will use the term "junior college" in refering to the institution of higher education most commonly charactrized by offering two years of work immediately following the secondary school program. There has been some tendency durir recent years to use the term "community" or "community-nior" in referring to these colleges. It is true that this is probaly a more complete title to use since it is descriptive of the brader services which it is hoped this institution will render to anarea. "Two-Year College" has been used to designate Committe F within the master plan study, but again there is some objetion that this is a restrictive term as applied to the length of sme programs found in junior colleges. It is clear, however, fom the various studies of higher education in past years, that the erm junior college is clearly understood in the designation of tis particular level and area of education.

The rapid development of the junior college in Illinois ust be viewed as a critical matter if the youth and adult population of Illinois are to have an adequate opportunity to study in institutions of higher education. Junior college growth in Illinois has ben great within the past five years. Enrollment in these colleges, as reported by Committee A of the master plan study, increasd at the rate of 94% in that period of time. While this percentage is a dramatic illustration of the trend toward higher enrollmentin junior colleges, there is some question as whether or not thee trends are truly representative of the state as a whole. Fo example, of the 44,400 students now classified as being enroled in junior colleges in Illinois, slightly more than 28,000 attend he Chicago branches. In addition, these figures are for head ount and not full-time equivalent students, and junior colleges very commonly enroll a great many part-time students. This means that there are approximately 16,000 students enrolled in the 17 public junior colleges located outside the city limits of the city of Chicago and again, this includes both part-time and full-time students.

Particular attention needs to be paid to the entire colleg enrollment problem in Illinois as it relates to the junior colle;e. The enrollment statistics compiled by Committee A leave n doubt that Illinois faces a tremendous task between 1963 an 1975 in providing accommodations for its citizens who should be in-

volved in programs of higher education. Illinois faces the task of doubling its facilities for higher education, both public and private, during this twelve-year period if it is to provide for its youth and adult population. This places the major responsibility for new facilities upon the state and its public universities. Private colleges and universities cannot be expected to produce the resources necessary to solve a building and educational problem of such magnitude. The trend in Illinois has been quite clear from the enrollment statistics presented by Committee A. Higher education in Illinois has been shifting from a predominantly private to a public undertaking and this trend will continue in the future as the state seeks to solve its college enrollment problem. While the junior college will have a key role to play in meeting this enrollment problem, it is important that the state look very realistically at its potential in meeting the larger college population problem.

The basic problem in Illinois is that the state's population has increased to such an extent that the young people now enrolled in our elementary and secondary schools represent a future college population of great size. There are, however, factors that are related to this base population which make it difficult to speculate about the exact projection of future college population and the exact role of the junior college in solving the general problem. One factor is the tremendous pressure now being exerted, from the national level down to the individual family unit, to decrease the number of drop-outs from our secondary schools. Such pressures are likely to result in a greater number of high school graduates in the coming years. This will have the effect of increasing an already large college-bound population. At the same time, it is quite likely that the rate at which high school graduates enter collegiate institutions will tend to increase in Illinois. At the present time Illinois may be classified as only average in the nation in the rate at which high school graduates go on to college. In 1960 Illinois ranked 23rd among the states in its college-going rate and at the same time it ranked approximately 5% below the national average in the general level of education of all people in the state. Increasing attention and concern with higher education will be certain to raise the college-going rate of high school graduates in coming years.

One additional factor must be given careful consideration in assessing the role of the junior college and its potential in accommodating the college-bound population in Illinois. Regardless of the way in which the junior college in Illinois is to be administered, controlled, and financed, it will most likely develop close

to the largest population centers of the state. As an institution much closer to the citizens than are the state universities and the private colleges and universities, the junior college is more likely to make area and regional services available. The history of the junior college in the nation and in Illinois is that it is responsive to need for adult and continuing education, retraining programs, vocational and technical education, and area and community services. All of these functions are in addition to the role which the junior college plays in serving transfer or college-parallel needs in higher education.

This means that as planning proceeds for higher education in Illinois, it will not be safe to assume that as new accommodations are developed in junior colleges that equal progress will be made toward solution of the problem of educating the college-bound graduates who come from the state's high schools. Large portions of these new facilities will be taken up by developing vocational and technical needs, adult and continuing education needs and retraining needs within local areas. In other words, the junior college tends to stimulate and create needs for more higher education beyond those which were projected when these institutions were planned. The junior college has always had several times as many part-time students as full-time students and this characteristic will probably continue as these colleges continue to increase in number.

One final enrollment problem must be given careful consideration. A characteristic of public education and a tradition in the Midwest holds that educational opportunities ought to be available to all citizens. At the same time, and quite likely because of enrollment pressures exceeding the capacity of existing physical facilities, the state universities in Illinois have become much more selective, as indicated by class rank and by test scores, of the students they enroll. The selection procedure has not been as much one of refusing admission to high school graduates as it is a procedure of counseling out those students with lesser academic potential and achievements. This means that Illinois has moved steadily in the direction of taking more and more entering college students from the upper half of its high school graduating classes.

Recent decades have been characterized by a rapid expansion of knowledge. Much of this knowledge is of a highly specialized nature, and college and university programs have reflected this specialization in their curricula. Likewise, the curricula in the junior colleges have become more varied and specialized in spite of the attention given to general education.

Committee F feels that admission requirements and standards should be more closely allied with an individual's educational plans and aptitudes than with arbitrary standards of academic achievement. The Committee feels this is particularly true of the junior college and that individuals ought to be admitted to study in particular curricula and that requirements might well vary for different programs within any single institution.

The members of Committee F are unanimously committed to recommending policies and procedures for the State of Illinois which are most likely to result in immediate and rapid development of junior colleges being made available to as large a percentage of the state's citizens as possible. This report proposes to review the role of the junior college in Illinois, to analyze the major problems confronting its development and to propose policies and procedures that should be considered in charting the master plan for higher education in this state.

THE PUBLIC JUNIOR COLLEGE IN ILLINOIS

Locations in Illinois

For more than sixty years, the junior college has been an important part of the educational structure of the State of Illinois. It was in 1902 that the first junior college in Illinois was organized in Joliet as a part of that city's educational system. This organization, which continues as the oldest public junior college in the nation, came about to legalize the practice then current in the school of offering post-graduate work to secondary school graduates for later transfer to college toward completion of a regular four-year program. In Griffith's[1] report on the junior college in Illinois in 1945, it was noted that there were then twelve public junior colleges in existence—six in Chicago, counting three evening junior colleges, and six outside of Chicago. The six public junior colleges outside of Chicago then were Joliet Junior College, LaSalle-Peru-Oglesby Junior College, Morton Junior College (Cicero), Thornton Junior College (Harvey), Lyons Junior College

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[1]Coleman R. Griffith and H. Blackstone, The Junior College in Illinois (Urbana: University of Illinois Press, 1945).

(LaGrange), and Centralia Junior College. All of these institutions are still in existence; they have been joined since that time by Belleville Junior College, Black Hawk College (Moline-Rock Island), Bloom Community College (Chicago Heights), Canton Community College, Danville Junior College, Elgin Community College, Freeport Community College, Mount Vernon Community College, Olney Community College, Southeastern Illinois College (Harrisburg), and Wabash Valley College (Mount Carmel). In addition, the Chicago City Junior College has been expanded to eight branches on ten different campuses. While it has become a matter of public concern that the junior college in Illinois has not developed even more rapidly, the last two decades have been characterized by a steady increase in the number of institutions and the number of persons who enroll in these colleges. In fact, during the years 1957--1962, local communities established six public junior colleges in Illinois as upward extensions of the program of some high school district. During this same period of time one local junior college was reorganized into an area junior college district and five new campuses of the Chicago City Junior College were established.

Froehlich[2] reports that the junior college in Illinois, over the past twelve years, has shown a greater rate of growth than any other category of institution in higher education. He further reports that in the fall of 1963, public junior colleges in Illinois enrolled approximately 18% of all students classified as being in higher education in the state and 34% of all students in public institutions.

Projections which have been developed by McLure[3] indicate that the fall enrollments between 1969 and 1971 will see the public junior colleges in Illinois enrolling approximately 148,000 students. This projection was made on the assumption that junior college enrollments would increase at an average annual rate of 15% from 1960 to 1970. McLure further notes that this projection is based upon an assumption that by 1965 the General Assembly will have a proposal regarding the development of junior college

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[2]G. J. Froehlich, Enrollment in Institutions of Higher Learning in the State of Illinois, (Urbana: Bureau of Institutional Research, University of Illinois, November 1963), p. 4.

[3]"Higher Education," Chap. 4., Part II, in Report of the Commission on Revenue of the State of Illinois. (Springfield: State of Illinois, 1963), p. 230.

PUBLIC HIGHER EDUCATION

*Public junior colleges
U—State universities
C—Chicago teachers colleges

programs from the Board of Higher Education and that steps will be taken which will stimulate the development of this particular institution.

There seems to be little doubt that dramatic as the increase in junior college enrollment and the development of institutions have been in this state during the past years, the next twelve years must be characterized by even greater increases in number of institutions, comprehensiveness of program and full-time and part-time enrollments.

Definition of Programs

Whether or not the junior college in Illinois will be able to develop to the potential projected by McLure will be dependent both upon the degree to which the citizens of Illinois understand what this institution is and might become as well as upon the level of public confidence which will exist relative to this institution. The most common understanding of the junior college program is that it exists as either a "transfer" or "college-parallel" program where high school graduates may secure a general liberal arts education which will in turn transfer to a four-year degree-granting institution. While this is one of the traditional roles of the junior college, it is far from representative of the complete picture of this institution.

The junior college has become the most likely institution for the development of vocational, technical, and semi-technical programs. Committee F has accepted the definitions of Committee H with reference to technical and semi-technical programs. The distinguishing characteristic of these programs is the length of time needed to complete them rather than their content. Professional programs are usually regarded as requiring four or more years for completion. Technical programs are usually regarded as requiring two or three years and semi-technical as requiring one to two years.

Vocational programs usually cover a wide variety of fields associated with business, industry, and services and may not be closely related to technical education. Vocational education is usually started as a part of the secondary school program and may continue, in certain advanced programs, as a part of junior college offerings.

It is important to realize that general education, the knowledge and understanding which should be a part of each individual's educational background, is a critical element in technical, semi-technical, and vocational education just as it is in professional and

other programs. The basic knowledge found in areas such as science, mathematics, the social sciences, and communications must undergird these programs. It is impossible to say, for example, that a basic course in mathematics is a part of general education or technical education since the same course serves all programs. Fortunately, it is not necessary to make such separations but only to realize that all educational programs are developed upon the knowledge found in the basic academic areas.

A complete roster of technical programs currently found in junior colleges throughout the nation would include well over 100. Several of these technical programs require very little in the way of specialized equipment, such as those which concentrate upon preparation of medical and legal secretaries. Other programs, which parallel college engineering courses, require considerable outlays in both physical facilities and in staff.

As our surrounding industrial society becomes more complex, some portions of vocational programs will probably be extended upward into the junior college. This may happen because of the increasing difficulty of advanced programs, and the lack of comprehensive vocational programs in smaller secondary schools. A reexamination of some recent trends in secondary education regarding vocational education would appear to be in order. Increasing attention to secondary school holding power is revealing that a comprehensive program, including a vocational program, is essential if all students are to be served.

The established purpose of the university is to prepare individuals to take their places in the professions. There is little evidence that these institutions will develop the technical and semi-technical programs at the early undergraduate level as discussed in this report. There are some examples, however, such as the Vocational-Technical Institute at Southern Illinois University, which do develop specific programs. It may be that such developments came about to fill an educational gap where there was no other institution available to foster the program. The principal role of the university in establishing a close relationship with the operation of junior colleges will be to prepare the instructors who will staff their classrooms, laboratories, and shops.

Because of the extreme importance of the junior college as an adult or continuing education institution and its importance as a retraining institution, it must have programs responsive to area need and be prepared to serve large numbers of part-time students. This means that, relatively speaking, there should be a system of junior colleges, strategically placed to serve population areas on a regional and a commuting basis. This is not and need

not be a requirement for a state university. There is great demand upon the junior college to render community service, of a cultural nature, to the region within which it is located. In addition, the existence of advanced technical programs within a region makes part-time employment in skilled service areas a possibility to the economic advantage of both the region and the student. The upgrading effect of an institution of higher education located within a region may, in these ways, be made available to large segments of the population.

Potential of the Junior College

One additional aspect of the problem of developing a junior college system is whether or not the public does and will have confidence in this institution as one which will provide quality education. While junior college education has as long a history in Illinois as it has in any other state, it has not been the subject of longitudinal research efforts which may be used to demonstrate clearly its effectiveness in providing quality education. Since the junior college is a heterogeneous institution, it has been difficult to designate with great accuracy those students who are to be studied. At the same time the junior college performs a major function as the "screening" institution in which students come in to gain maturity, acquaint themselves with college-level work, select courses which will remove apparent deficiencies in educational background and secure guidance and counseling services which will allow them to better plan their future educational programs. It is, therefore, difficult to say, with adequate research findings, that the junior college is in all instances an institution which has been capable of carrying on programs equivalent in quality to the remainder of the public and private higher institutions of the state.

The evidence, therefore, must be more subjective and the principal concern must be with the potential of this institution. In any community which has had a junior college as a part of its educational system, for even a short period of time, there are many graduates who have gone on to all possible types of professional and advanced programs and achieved satisfactory educational success. There are also likely to be students who did not make satisfactory progress following graduation. The same may be said of every other educational institution in the state. The important point, however, is that the junior college be judged in terms of its potential. These many questions regarding quality of instruction may be answered by the following general statement: given an

adequate level of support, as expressed in physical facilities and teaching staff, there is no inherent reason why a junior college may not offer a complete program which ranges all the way from adequate to superior for terminal education as well as for transfer to a college or university where the final work for a degree will be completed.

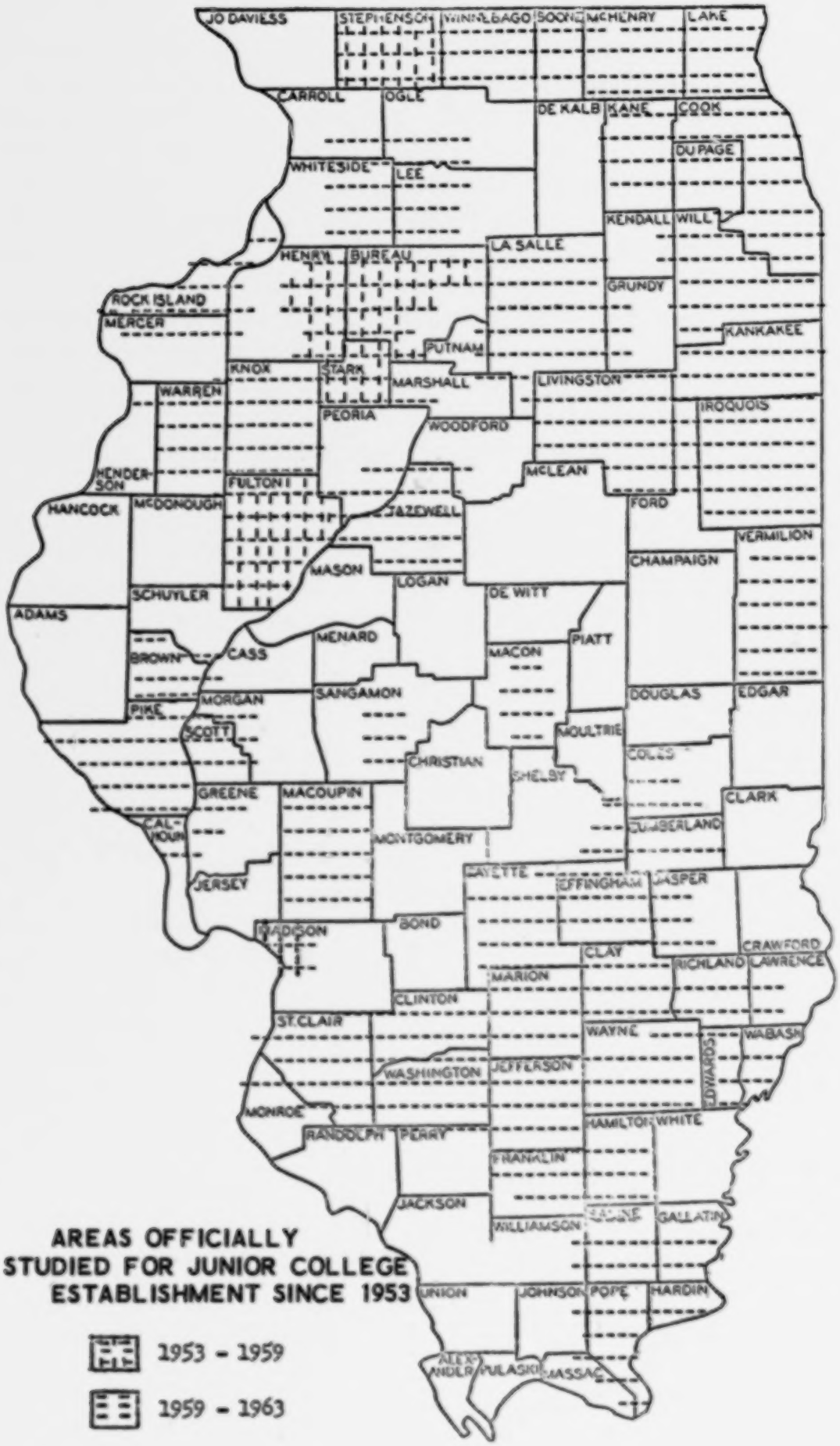
Present Methods of Organizing Junior Colleges

At the present time, the Illinois statutes provide for two ways in which junior colleges may be established. The first procedure, used in the development of twenty-four of the state's existing institutions, is by resolution of a board of education which controls the entire common school program or the secondary school program in a given district of the state. This resolution is sufficient to call for a vote within the district, and a successful vote establishes the institution. This course of action is, at the present time, open to school districts with a minimum population of 30,000 and a minimum assessed valuation of $75 million.

Since 1959, it has been possible to organize a junior college under the Junior College School District Law which was enacted by the Seventy-First General Assembly. Under this law, an Area Junior College may be formed by action of the citizens in petitioning for a vote to form a district in some designated area. The area must have a minimum of 30,000 population and $75 million assessed valuation and the vote must be preceded by a factual survey. This survey must be presented to the County Superintendent of Schools and the Superintendent of Public Instruction for the State of Illinois. It must include information regarding the nature of the population to be served, the proposed educational program, and the financial ability of the area to support the educational and building program. In the case of the junior college formed as an upward extension of an existing school district, a similar survey is required by the County Superintendent of Schools and the Superintendent of Public Instruction. The basic difference found in the Area Junior College is that it has its own governing board, owns and operates its own physical plant, and has an administrative and teaching faculty employed exclusively for service to that institution.

Inter-University Survey Bureau

There has been a considerable strengthening of interest in the development of the junior college on the part of the state univer-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AREAS OFFICIALLY
STUDIED FOR JUNIOR COLLEGE
ESTABLISHMENT SINCE 1953
1953 - 1959
1959 - 1963

sities since the passing of the Area Junior College Law in 1959. The outstanding example of this interest was the organization of the Inter-University Survey Bureau, developed in 1960 to provide competent consultant help and administrative direction for junior college surveys in all parts of the state. The six state universities plus Northwestern University have joined together to form an agency which, coordinated with the services of the Office of Superintendent of Public Instruction, serves as an aid in planning and conducting local surveys. The initiative to organize survey areas and the right of decision to establish the territory to be included within the area is the prerogative of the local groups. The financing of the survey is likewise a matter to be handled at the local level, and a variety of ways have been devised to support these studies.

Since 1959, eighteen surveys have been completed and eight or more studies are under way at the time of the filing of this report. The surveys which have been completed to the present time are as follows:

Canton*	McHenry County
East Richland County*	North Suburban Area
Freeport*	Pekin**
Harrisburg*	Rock Island County*
Iroquois**	South Suburban Area**
Kewanee Area**	Springfield**
Knox-Warren Counties	West Central Illinois
Lake County	West Suburban Area
Loop (Chicago) Area*	Wabash County*

*Indicates successful referendum and establishment of a junior college.
**Indicates unsuccessful referendum.

Previous Studies

At various times in past years studies have been conducted in Illinois which have suggested state plans for the development of junior colleges. One of the earliest of these was conducted by Leonard Koos[4] during World War II. He suggested that 102 junior

[4] Leonard V. Koos, The Junior College in Illinois, Report to the Commission to Study Higher Education Facilities, No. 8, November 1944.

colleges be organized in the state. Shortly after this, Griffith[5] conducted a study jointly for the University of Illinois and for the Office of the Superintendent of Public Instruction and suggested that the state have a total of ninety junior colleges in its statewide system. In 1957, the Commission of Higher Education[6] suggested the establishment of additional junior colleges in specific locations to be added to the present junior colleges then in operation. In 1960, McLure and his associates[7] at the University of Illinois conducted a study for the Office of the Superintendent of Public Instruction. They recommended reorganization of junior college education into ten administrative regional systems, each containing a junior college centrally located and extension branches as dictated by concentration of student population in outlying cities.

It has been difficult to secure accurate figures regarding the per capita costs of operating junior college programs in Illinois. All of the Illinois junior colleges, except the Black Hawk Junior College at Moline, are operated by local school districts. While the districts have separate taxes for junior colleges, in only a few cases do they operate the college entirely separate from the high school. In most cases the college shares facilities with the high school, as well as teaching and administrative staff. The accounting procedures do not make a full allocation of all operating expenses between the high school and the junior college. Thus, the reported figures for junior colleges in most instances do not include all operating expenses.

This problem of getting accurate figures adds to the difficulty of comparing the per capita costs of junior colleges with similar grade levels in other higher educational institutions. Committee F would like to present data to show how the per capita costs of junior colleges compare with costs for the same grade levels in other institutions of higher education. The best comparisons that can be made are only approximations. Despite the lack of com-

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[5]Griffith, op. cit.

[6]Higher Education Commission, Illinois Looks to the Future in Higher Education (Springfield: State of Illinois, 1957).

[7]William P. McLure, George C. Mann, Herbert M. Hamlin, M. Ray Karnes, and P. Van Miller, Vocational and Technical Education in Illinois (Urbana: Bureau of Educational Research, University of Illinois, 1960).

pleteness of data, the approximations indicate with reasonable assurance that the per capita costs in junior colleges are lower than similar costs of freshman- and sophomore-level programs in other institutions of higher education.

The evidence is as follows: In a study conducted by Prince[8] estimates of operating costs were secured from the states of Florida, Michigan, Texas, and California. In the case of Florida, Prince selected five junior colleges with an average daily attendance ranging from 400 to more than 2,000 students and discovered that these institutions operated during 1959 and 1960 at an average per-student cost of $548. In the case of Texas, the ten largest public junior colleges, with enrollments ranging from 1,000 to 6,000, were studied and it was discovered that the average cost for each full-time student enrolled was $560. Likewise, a study of three junior colleges in Michigan revealed that the 1960-1961 full-time equivalent student cost was $550. At the same time, Prince secured data from California which indicated that the average per capita cost (not full-time equivalent) of selected institutions ranging in enrollment from 700 to 17,000 students was approximately $723 per year. Finally, Prince compiled data regarding the per capita cost of junior colleges in Illinois for the year ending June 30, 1960, and arrived at an average per capita cost of some $600. It should be noted that some of these figures are for students in average daily attendance by head count while others are for full-time equivalent students.

McLure[9] found somewhat higher per capita operating costs in a sample of seventeen selected junior colleges. Two of these were from Illinois, eight from California, and seven from New York. The average cost per full-time equivalent pupil ranged from $807 to $835 for the years 1956-1957 to 1959-1960. This sample included institutions that ranged from 670 to 6,100 pupils in 1959-1960. Programs ranged from only academic (college transfer) ones to comprehensive ones including academic plus vocational and technical curricula. He estimated that a minimum defensible cost per full-time student in academic (college transfer) programs would be $800 per year by 1965. The minimum cost per full-time student in vocational and technical curricula was estimated at $1,000 by that year.

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[8]Johnson and others, Survey Report, North Suburban Chicago Regional College Survey, Inter-University Survey Bureau, 1962.

[9]McLure, op. cit.

In a recent study of higher education in Illinois, McLure[10] estimates "that the average instructional cost per full-time student equivalent for freshmen and sophomores in the biennium 1961-1963 is between $900 and $1,100" in all public institutions of higher education, exclusive of junior colleges. Thus he concludes, assuming a level of $800 per student, which appears to be somewhat higher than actual expenditures in junior colleges, "the state could save from $100 to $300 in yearly operating costs for each full-time student who is accommodated in the junior college instead of a senior institution."

There are some per capita cost data on the public senior institutions of higher education in Illinois which are interesting in this connection, though not comparable to the data on junior colleges.

McLure[11] found that the average cost per enrollee in the senior institutions in the biennium 1961-1963 was $1,850. This figure was based on full-time and part-time students; when converted to full-time equivalents it was estimated to be $2,000. But this figure is an average for students ranging from freshmen to Ph.D.'s. Furthermore, it includes expenditures on research which cannot be separated from instruction at the graduate levels.

Another set of data is available on the four state universities under the Teachers College Board. Their programs are fairly comparable, though they include a range of students from freshman to master's degree (fifth-year) level. There are also some students in doctoral programs that have been started in recent years. The costs per full time equivalent student as shown in the October 1963 reports of the respective presidents to the Teachers College Board are as follows:

	1960-61	1961-62	1962-63
Eastern	$1,205	$1,166	$1,250
I S N U	1,211	1,269	1,317
Northern	920	927	1,007
Western	1,189	1,062	1,010
Average	1,131	1,106	1,146

[10] Ibid., p. 212.

[11] Ibid.

The conclusion to be drawn from these studies is that it is more economical for the junior college to offer freshman and sophomore programs than it is for other institutions of higher education. Special programs in vocational and technical fields are more expensive on the average than the academic ones of comparable nature. Committee F believes that there are economic advantages for the junior college institution as proposed in this report.

The economic advantages to the state of developing junior colleges are supplemented by additional advantages to the family and the individual student. In most instances the junior college is a commuter's school and the student and family is spared a direct financial outlay for room and board. The student may also be able to continue to assist in family business enterprises.

PROBLEMS RELATED TO PLANNING FUTURE JUNIOR COLLEGES

If future planning for junior colleges in Illinois is to proceed upon a realistic base, there must be an assessment of the present problems which face the citizens of Illinois. It is for this purpose that Committee F has isolated five problems for review within this section. This portion of the report is the pivotal point upon which the entire document rests. The problems specified in this section hinge upon the introductory statements and that portion of the report which describes the junior college in Illinois. In turn, the proposals made for future policies and procedures in the state are derived from this review. Certain of these problems are more general than others both in examination and in the recommendations which are developed. No attempt has been made to present them in a rank order of importance.

Establishing Improved Relationships Between Junior Colleges and Four-Year Colleges and Universities

Enrollment data made available through Committee A indicate that there will be exceptionally large increases in college enrollments in the next twelve years. The projections made by McLure, and referred to in the preceding section, reveal that while higher education in Illinois will need to double within the next twelve-year period, enrollments in the public junior colleges may increase more than threefold. It is assumed that the number of students

who will be enrolled in transfer programs in two-year institutions will increase because of this expected increase in projected and probable enrollments.

The focal point for many of the articulation needs among colleges and universities is in transfer of credit. A steady increase is expected in the number of actual transfers simply as a result of the growth of two-year colleges. This problem assumes another dimension, however, with the realization that the growth of junior colleges will, in turn, depend upon the ease with which transfer of credit takes place and with the confidence citizens have in the potential transfer of credit earned in junior colleges.

The most common question that citizens ask about junior colleges is whether courses taken at these institutions will apply toward a degree in some other college or university. As Illinois looks forward in higher education, it should aspire to a free exchange of credit among institutions, so that the transferability of work completed at the junior college level is an accepted fact.

A free exchange of credit will require the continued development of a high level of confidence in the junior college program. To some extent, this confidence will continue to be developed as junior colleges enroll and transfer more students and as state-level coordinating agencies foster and demand higher levels of cooperation among educational institutions.

At the present time, the term "apprehension" may be used to describe relationships among the various institutions which seek transfer of credit and grant transfers to students leaving junior college to enroll in a senior college. The problems of transfer appear to be associated with questions of orientation, transfer of credit, and curriculum.

The senior college has an obligation to give the transfer student, once accepted, equal consideration with students who have spent their freshman and sophomore years in the senior college. While many of these problems are minimized because of the greater maturity of the student involved, a junior college transfer student often has problems of adjustment to the senior institution. An orientation program for transfers similar to that given to entering freshmen would be highly desirable. At the same time, the senior institution has a right to expect that a student desiring to enter as a junior has had fundamental training similar to that offered by the senior institution to its own underclassmen.

The actual transfer of credit represents the area of greatest difficulty in handling the transfer of the student from one institution to another. Most of this difficulty has to do with establishing the equivalency of courses taken at one institution in terms of

requirements of the institution to which the student attempts to transfer. There is probably no complete solution to this aspect of the transfer problem but it is a point at which a state-level planning and coordinating agency could be of great assistance. With a state-level agency serving as the liaison agency for discussions among these institutions, it is possible that exchange of information regarding course syllabi, level of offering, and amount of credit may achieve a much more standardized level than exists at the present time. This agency, too, might serve to clarify the amount of credit to be granted. There is, for example, much discussion in Illinois at the present time regarding to the 66-hour transfer of credit limitation which generally exists between junior and senior colleges. With the assistance of some state coordinating agency, it might be possible for transfer of credit for a widely accepted general studies program to take place between junior colleges and senior colleges without reference to specific courses or hours of credit, following initial agreements among the institutions. At the present time, all junior and senior institutions agree that no student may transfer credit for any work in which he has earned a grade of less than "C."

One of the chief problems which students seem to have in transferring from the junior college to the four-year college is that of lack of a comparable curricular program. While there is general agreement that the junior college should make a wide variety of transfer curricula available to its students, it is still true that some junior colleges have limited programs. This means that in many instances the transfer of students is limited to the liberal arts field alone. Because of the tremendous variety of programs in both the junior and senior colleges and the number of persons involved in transfer, it is essential that the junior college place an ever-increasing emphasis upon its guidance and counseling activities. It is the responsibility of the junior college to insure that its potential transfer students are well acquainted with the requirements of the institution they aspire to attend.

As the public junior college in Illinois becomes a more comprehensive institution including technical, semi-technical, vocational and terminal programs, it will present a much greater number of choices to its prospective students than do the first two years of a program at a typical four-year college or university. This breadth of choice will carry with it the necessity for proper appraisal of a student's potential for success in some portion of the work offered. The junior college can and should

have the professional workers and the facilities to be of maximum assistance to both the transfer and the non-transfer student. In addition, the critical importance of establishing a state-level coordinating and planning agency, to assist the junior college as it performs its part in transferring its graduates to baccalaureate programs at other institutions, must be recognized.

Organization and Financial Support of Junior College Education

The members of Committee F agree that the basic policies expressed in the School Code of Illinois for organizing and financing public junior colleges are inadequate. These policies have not led to development of junior colleges within commuting distance of potential students in all areas of the state. The decision to establish a junior college is based on approval of voters within a local school district or in a defined region. In either case the minimum requirements of population size and the heavy dependence of financial support upon an already burdened property tax base severely restrict the scope of the institution.

The result of these restrictions is that the State is only partly served by these institutions. Most of them have too small a population base to operate a program of broad scope economically. Most programs are, and have been from the beginning, limited mainly to courses similar to freshman and sophomore work in the senior institutions.

The Chicago City Junior College is the only institution that serves a population base of sufficient size to offer a wide diversity of educational opportunity in academic (college transfer), vocational, technical, and semi-technical curricula for regular college-age youth and older adults. While this junior college meets the test of an adequate population base, it cannot be claimed that the method of its financial support is adequate.

This does not mean that a population base must be as large as the City of Chicago's three million people to be adequate. A recent study by McLure[12] and others produced evidence that these institutions should be organized so as to have a minimum of 25 to 30 special curricula in the vocational, technical, and semi-technical fields for economical operation. Such an organization would be expected to have from 3,000 to 4,000 full-time equivalent stu-

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[12]McLure et al, op. cit.

dents in the special vocational and technical curricula and at least an equal number in the college transfer programs. In addition, this organization would be expected to attract about 3,000 or 4,000 part-time evening students. In Illinois 85% of the population resides within forty miles of the ten largest cities. Outside of Chicago the existing public junior colleges are organized to serve only a small fraction of the population.

The present system of junior colleges in Illinois is a collection of local institutions that, because of limited student population base, cannot offer a wide diversity of the curricula in specialized vocational and technical fields so much in demand. Furthermore, since the junior colleges are uncoordinated, there is no way to distribute special programs in such a way that all educational programs or courses of vital importance to the economy of the state and nation are offered in some location in Illinois.

The members of Committee F are in agreement that the development of technical and vocational programs at the junior college level represents a critical educational requirement for the State of Illinois. The need for technically trained people in a wide variety of fields has been emphasized in studies carried out both at the national level and at the state level. The President's Committee on Vocational and Technical Education[13] and the Illinois Governor's Committee on Unemployment[14] have emphasized the role and the obligation of the junior college in providing technical education. McLure[15] has indicated that the need in Illinois is for some 60,000 technicians of various kinds each year. The preliminary report of Committee H of the Illinois master plan study notes that all of the colleges in the state are now producing fewer than 3,000 technicians per year with less than two years of training. Furthermore, the report indicates that the kinds of technical programs now offered by Illinois institutions are severely limited in contrast with the variety of special vocational and technical programs found in other states of comparable size, wealth, and industrial complexity.

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[13] Education for a Changing World of Work, Report of the Panel of Consultants of Vocational Education, U. S. Office of Education, 80021, (Washington, D.C.: U. S. Government Printing Office).

[14] A Report of the Governor's Committee on Unemployment, (Springfield: Office of the Governor, State of Illinois, January, 1963).

[15] McLure et al., op. cit.

The dependence of the present junior college upon local support and understanding has made it difficult to develop the expensive installations that often accompany technical programs. It should be noted, too, that the definition of "local" in discussing this level of planning has been construed in Illinois to mean a local school district, since this is where most of the planning has been done in creating the present system of junior colleges. It is not realistic to assume that local communities can do the kind of broad, long-range planning necessary in assessing the needs of a state.

In many instances, it is not practical for local communities to carry on any detailed planning for vocational and technical programs since the state may need only one or two highly specialized programs to serve the needs of either a major area of the state or the entire state. In addition, local planning may not be realistic when the resources of an area are not sufficient under the present system of finance to develop what might be a very useful addition to the state's junior college program.

Therefore, the financial requirements of junior colleges must be compatible with a broad scope of educational opportunity. The system of financial support must be appropriate to the method of organization. Financial resources must be available and adequate for each junior college to provide the best possible distribution of curricula for the students it can serve. Neither the method of providing funds nor the amount of funds should warp the program by limiting its scope to meet legitimate needs or the quality of any of its curricula. The present method of state and local sharing in the financial support of junior colleges will have to be reexamined in conjunction with the design of organization.

Coordinating and Supporting the Study of the Needs of Junior Colleges

Committee F is agreed that the requirements for the establishment of a junior college should include a survey of the proposed area. The general population and the school population should be studied and a potential educational program should be formulated. No provisions now exist whereby the State of Illinois shares in the costs of such surveys, and no requirements are made regarding the proper staffing of the survey or the final form in which the report is to be developed.

The area to be covered by a survey is decided upon at the local level and may involve any local groups, boards of education, or interested citizens since no official agencies have been designated

to make such decisions or to participate in making such decisions. The Illinois statutes do not provide for any regular financial support for such surveys and these studies have been financed through funds secured from local school districts, by contributions from business and industry, by contributions of time by local citizens, and by contributions from local planning agencies.

The members of Committee F are in agreement that the study of junior college needs in Illinois is too important to the future of the state to be lacking in such critical controls as those related to the competence of survey staff members and the financing of professional aspects of the studies. At the same time, some state-level agency needs to participate in making decisions regarding specific portions of a potential junior college district which should be included or excluded from survey study.

Distributing Junior Colleges Geographically

There is some current educational debate as to whether the junior college is more closely allied with secondary school education or with higher education. Studies carried on by Griffith and Blackstone in 1945 indicate a clear-cut opinion at that time, on the part of professional educators that the "6-4-4" plan had the greatest support in Illinois. This plan envisioned the junior college as an upward extension of the eleventh and twelfth grades of the secondary school and viewed the junior college as the thirteenth and fourteenth grades in a closely allied and unified common school program. Regardless of the favor given to this plan nearly two decades ago, this system has failed to materialize to any great extent as a state pattern. This failure to develop may well be the result of the establishment of many small secondary school districts throughout the state which were too restricted in size to support the addition of a thirteenth and fourteenth grade. The development of the present junior college does reflect an extension upward of some of the secondary schools but this extension has taken place in only fifteen of the several hundred secondary school systems of Illinois in addition to the junior college branches that have been established in Chicago.

Present enrollment and curriculum pressures have focused attention not only upon the establishment of junior colleges but also upon securing institutions that are both comprehensive in terms of their program and strategically located in terms of serving the largest numbers of citizens of the state. As this shift of emphasis has taken place, more importance has been placed upon the question of whether or not future junior college

programs will be compatible and comparable with the academic and long-term technical programs developing in the public and private four-year colleges and universities. Committee F believes that the citizens of Illinois will be better served if the junior college is regarded as an integral unit of higher education. This means that the State of Illinois should have a strong interest in both the size and the location of present and future junior colleges.

There is a relationship between the size and the potential quality of an institution when matters of comprehensiveness, community service, and adult education are considered. A junior college must reach a certain size before a broad range of technical education may be considered. In addition, the quality of an institution is governed by the training and experience of the staff and the adequacy of its physical facilities. Both of these items are related to the size of the institution.

Lessons may be learned from the past experience of the State of Illinois in the organization of the public school districts. By far the most common mistake has been to make the administrative units too small rather than too large. In many instances, it has been necessary for communities to go through the difficult experience of reorganizing an administrative unit, which was deemed of sufficient size only a few years earlier, in order to achieve the efficiency and comprehensiveness desired under present-day educational standards. It would not appear to be wise for the future of junior colleges and of higher education in Illinois to develop a junior college system composed of institutions that are too small to support the educational demands of a complex and growing state for several decades in the future.

Organizing a State System of Junior Colleges

It is assumed that the future organization of the two-year college in Illinois will reflect the long-range trends toward increased centralization of organization and administration which are now apparent at other levels of education. The present extremes in such organizations are the common schools on one hand, with their strong tendencies toward local control and support, and the state universities on the other, with relatively complete state control and support. Even though local school systems are quite responsive to local support and control, the past fifteen years have been marked by a continuing trend toward larger and, therefore, more centralized administrative units. At the same time, the percentage of state financial support of the common school program has increased.

There appear to be three possible plans which might be considered in the future development of the junior college system of Illinois. These plans are as follows:

Plan A - The development of a state-supported and state-controlled system of junior colleges under the jurisdiction of a state agency.

Plan B - The development and expansion of the present junior colleges by enlargement of regions served and coordination of their operations.

Plan C - The establishment of a system of two-year branch campuses of existing state universities to serve the junior college area and level of education.

Plan A - Development of a state-supported and state-controlled system of junior colleges under the jurisdiction of a state agency.

Implementation of this plan would call for the development of a state system of junior colleges organized and operated under some central state control agency. Under this plan any qualifying public junior college would be entitled to complete state financial support, and the present junior colleges in Illinois would continue to operate under their existing finance and control structures. It would be difficult to imagine a situation in which the state would take control of the existing institutions through legislative action and assume immediate and complete financial and administrative control of them. If this assumption regarding existing institutions is accurate, it would mean that a state structure would have to be developed with reference to all future junior colleges as well as for any of the existing junior colleges which would qualify to become a part of the state system.

The state structure to be developed to plan, build, and operate junior colleges would probably be similar to the present statewide governing boards that operate the six state universities. A board concerned exclusively with junior colleges would prepare recommendations for location of junior colleges and specifications for construction of buildings and facilities. These proposals, in turn, would be submitted to the Board of Higher Education for approval. The Board of Higher Education would submit a combined request to the General Assembly for a capital appropriation that would be subject to allocation by the controlling board for junior colleges.

In the same manner, for each new junior college or complex of colleges, the Board governing junior colleges would prepare a budget request for operating expenses to permit employment of a

few key administrative personnel who would participate in detailed planning and supervision during construction of the plant. A skeleton administrative staff would need at least one year to employ staff members, select materials and equipment, and otherwise prepare for the opening of the institution. Each individual junior college would be operated by a chief executive officer of that institution and at the same time the central governing Board would be under the management of an administrative official. The executive officers of the junior colleges would prepare requests for operating and capital budgets to be presented to the principal administrative officer of the Board governing junior colleges and through him submitted to the Board. This Board in turn would review requests and make recommendations to the Board of Higher Education. In turn the Board of Higher Education would prepare a consolidated request to the General Assembly for state appropriations to be allocated by the central governing Board for junior colleges.

If such a plan for the development of a state system of junior colleges were to be accepted, some long-range plan would have to be formulated for the accommodation of existing institutions.

A long-range effort would have to be made to bring some or all existing junior colleges into a state-supported and controlled system. Within this plan it would be necessary for existing institutions to qualify themselves in some manner for eligibility to become a part of the state system and thereby to have their fiscal responsibilities assumed by the state rather than by local taxing authority.

Plan B - Development and expansion of the present junior colleges by enlargement of regions served and by coordination of their operations.

Adoption of Plan B by the State of Illinois would require that some basic modifications be made in the organizational structure of the present system of junior colleges in order to provide for greater flexibility and greater potential for expansion with reference to population base, financial base, and program.

As has been noted before, the distinguishing characteristic of the junior college in Illinois at the present time is that it represents a legal extension upward of a common school district structure organized originally to provide for education below the junior college level. This structure is viewed by Committee F as a weakness in the Illinois system in terms of potential for expansion of existing junior colleges to meet future demands for more

comprehensive programs and larger enrollments. According to a 1963 report filed by the Junior College Supervisor in the Office of the Superintendent of Public Instruction[16], nearly all two-year colleges in Illinois are now being forced by space limitation or budget to curtail enrollment in some manner. This report notes that "except for Black Hawk, all public junior colleges are limited to plant facilities. Except for Bloom, no building in Illinois has been built for junior college occupancy. Most public junior colleges are being crowded out of shared facilities by their own growth and that of high schools with which they share." Some indication of this squeeze for space and other facilities is indicated by a look at the enrollment statistics for the fall of 1964 as presented by Committee A. These enrollment statistics indicate that of the twenty-four junior colleges, excluding Olney which is in its first year of operation, six lost enrollment this year, fourteen had increases in enrollment, and four reflected little or no change. One noteworthy exception to this general trend is that LaSalle-Peru-Oglesby Junior College, where new facilities opened in the fall of 1963, had an 82% increase in enrollment over the preceding year. This indicates that if facilities are developed, students will enroll and utilize them.

One possible plan for the future might include utilization of the existing junior colleges as the base upon which a state system could be developed. A basic modification of the present junior college structure would be necessary to provide for new and enlarged districts to provide the financial and population resources necessary for a completely comprehensive operation. At the same time, the educational management of these institutions would be placed under their own governing board, one elected to develop policies specifically for that level of education and in that institution. As a result an administrative structure, a teaching faculty, and a physical plant and program would develop to fit the needs of a particular region of the state.

In order to exercise Plan B, a second organizational restructuring would have to take place at the state level. At the present time, state planning for junior college is carried on by professional organizations, and by commissions, committees, and offices that have obligations to many other state functions. In some in-

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[16] Reported by Robert Birkhimer, Junior College Supervisor, Office of the Superintendent of Public Instruction, Springfield, Illinois.

stances the state planning for junior college education takes place by direct action of the General Assembly.

Plan C - Establishment of a system of two-year branch campuses of existing state universities to serve the junior college area and level of education.

Committee F rejects any plan for the development of two-year branch campuses of existing state universities as an unsatisfactory answer to the need for junior college education in Illinois. In examining the possibilities of a state system of two-year branch campuses, the Committee looked at these institutions within the categories of comprehensiveness of program, administrative control, financial burden upon the student, and entrance requirements.

1. Comprehensiveness

The curriculum found in branch campuses or in extension centers of colleges and universities is generally not as comprehensive as that found in junior colleges which have been designed to meet the total educational needs of a region. While there are some examples of comprehensive programs in branch campuses, it is unusual to find extension centers and branches of universities concerned with vocational, technical, semi-technical programs, community service, and adult education.

2. Control

Extension centers and branch campuses are under the administrative control of the parent institution. While there can be no doubt that the parent institution is concerned with the quality of the extension or branch program, the attention given to it may not be the same as that assured by a separate administrative structure and a board of control concerned solely with the program of the junior college which serves an area or region.

3. Cost

It is generally true that the tuition charges made at university extension centers and branch campuses are much higher than those found in junior colleges or even in the parent institution. It has also become very common for parent institutions to require that local communities either participate in the development of physical facilities required for the extension or branch program or that the local area absorb the complete cost of such an installation. There would appear to be no capital or operating financial advantage to students in a local area in seeking the establishment

of a branch campus or a university extension to meet fundamental objectives of area and regional educational need.

4. Entrance

The traditional role of the junior college has been that of offering educational services to all of those people residing in the territory who may benefit from its offerings. For the most part, this means that the potential enrollee is a high-school graduate from an underlying secondary school district, although graduation is not necessarily a prerequisite for entrance. It may be said, however, that the entrance requirements to the junior college are much more flexible than those which must be imposed by extension centers or by branch campuses. The program of the junior college is much more available to a total community than are the services of an extension center or branch of a parent institution.

There are, however, some important advantages which might become available to a state if a procedure of establishing extension centers and branch campuses were to be followed. The first and most important of these advantages is that state-level planning is much easier if branches and extension centers are developed through the combined action of a local community and a university. The planning advantages inherent in a state-level structure gives some assurance that branches and centers would be established where a demonstrated need exists. It should be noted, however, that these planning advantages are available principally if all state universities are under a single state structure, and this is not the situation in Illinois.

The second advantage presented by extension centers and branch campuses is that the accreditation of the program is not subject to the recognition delays that accompany the accreditation of newly established junior colleges. Another advantage is that the assignment of faculty members from the parent institution gives some assurance of high-quality instructional services immediately.

In the judgment of Committee F, however, the advantages of a state junior college system outweigh advantages of the establishment of branch campus and extension centers from colleges and universities.

Summary of Plans

The brief presentation above of the various plans suggested for the organization of junior colleges serves not only to illustrate the complexity of the problem but the importance of wisdom in the

selection of a course to follow. There is no doubt that the development of a junior college system for the state is now regarded as a matter of critical importance in higher education. While there is not substantial disagreement with reference to the final goal, that of developing a system of comprehensive two-year institutions to serve many of the state's educational needs, there are differences of opinion with reference to the most efficient way to get these institutions at the earliest possible time.

There is a substantial body of opinion that the locally oriented junior college provides the best institution for this level of instruction. Those who hold this opinion believe that a remodeling and refinancing of the present structure will lead to an expanded state wide system of junior colleges of great vitality. They feel that the traditional role of the junior college has been local and regional in character and that combined state and local responsibility is essential for a truly comprehensive institution. There is further agreement among those who hold this opinion that reorganization of existing colleges is essential and that broader population bases, more appropriate administrative structures, and more comprehensive programs are essential if this combination of local and state development is to be successful.

There are others, just as devoted to the development of an adequate junior college system for Illinois, who believe that the state must assume the complete initiative for the development, control, and financing of all future junior colleges. This group holds that even though junior colleges have made an impressive record of growth in recent decades as institutions of local origin and support, their mission of the past is not their mission of the future. They hold that in the past the junior college has done an outstanding job of providing for a general liberal arts education but that the present need is for more comprehensive programs than are being developed at the local level. They feel that there is a high degree of occupational specialization in present-day society and that a critical need exists for more preparatory programs for occupations classified at the technical level. The major scope of the junior college program is viewed as consisting of (1) technical programs for preparation for employment or for the retraining and upgrading of employed persons and (2) general liberal arts programs for students who plan to transfer to senior colleges and universities for education in the professions. The technical programs, in particular, are viewed as being of such broad scope and so costly to install and operate that local districts cannot be expected to make the investments that would be necessary to place them in operation. In addition, they hold the

view that occupational opportunity is not restricted to certain regions of the state and that the state is the only agency with the breadth of responsibility to do justice to the future development of the junior college.

PROPOSALS FOR THE DEVELOPMENT OF A JUNIOR COLLEGE SYSTEM FOR ILLINOIS

The educational needs of the citizens of Illinois will be better served if junior colleges are regarded as a part of higher education and all appropriate steps are taken to cause the support and control of these institutions to be centered in a state-level agency.

Committee F has the following recommendations for the Board of Higher Education:

Recommendation 1. Organization of a Junior College System

A state system of junior colleges should be organized according to Plan A as outlined on page 24.* The principal characteristics of this plan are:

A. Coordinate all present and future junior colleges under a state-level Board with responsibility for the approval of program modifications and additions and of state participation in financial support.
B. Continue existing junior colleges under present administrative structures except where specific responsibilities are assigned to a state governing board.
C. Repeal present statutory provisions whereby junior colleges may be developed either as extensions of a common school district or as separate districts.
D. Develop all new junior colleges under a Board of Junior College Education.
E. Develop procedures and conditions whereby existing junior colleges may qualify for inclusion in the state system of junior colleges.

Recommendation 2. Board Control of a Junior College System

A governing board for junior colleges known as the Illinois Board of Junior College Education should be organized with the following characteristics and powers:

*Birkhimer prefers Plan B as outlined on pages 25-27.

A. Membership

The Board should consist of the Superintendent of Public Instruction, ex officio, and ten members appointed by the Governor within sixty days. The initial members of the board should hold office dating from July 1, 1965, as follows: three for two years, three for four years, and four for six years. After the expiration of the terms of office of the members first appointed to the board, the respective successors should hold office for a term of six years or until their successors are qualified and seated. The Governor should make a temporary appointment in case of a vacancy. The members of the Board should be citizens and residents of the State of Illinois appointed because of merit and fitness for the duties to be performed.

B. Organization

The Board should meet on the second Monday after its appointment at the Office of the Superintendent of Public Instruction in Springfield. At its first meeting the Board should draw lots for terms and elect from its members a chairman and vice-chairman to hold office until their successors are elected at the regular meeting in the second quarter of the following year; such officers should be elected for annual terms beginning July 1 next. Thereafter, the chairman and vice-chairman should be elected at the regular meeting in the second quarter to begin service July 1 next. The principal office of the Board should be located in Springfield in suitable quarters furnished by the proper state authorities. The Board should meet at its principal office on regularly scheduled dates in every calendar quarter after its first meeting and at such other times as its duties and business may require. Special meetings of the Board should be called by the chairman, or in the event he is unable to act, by the vice-chairman, or upon written notice signed by at least three members of the Board. Notice of the time, purpose, and place of any special meeting should be given to each member in writing at least five days before the date fixed for such meetings. Any member of the Board absent from three consecutive regular meetings (absence for illness excepted) should cease to be a member and a vacancy should then exist.

Members of the Board should receive no compensation for services performed but should be reimbursed for all reasonable and necessary expenses in connection with the performance of their duties.

Before entering upon his duties, each member of the Board should take and subscribe an oath as required by Section 25, Arti-

cle 5, Constitution of Illinois, and file the same in the office of the Secretary of State.

C. Powers and Duties

The Board should have the following powers and duties:

1. To assume, following legislative enactment, all of the powers and duties now assigned to the Office of the Superintendent of Public Instruction with reference to junior colleges.
2. To employ an executive secretary as its adminstrative officer and such other professional personnel as required.
3. To assume responsibility for the recognition or accreditation of two-year colleges. Such recognition might be used by nonpublic two-year colleges to facilitate the transfer of credits.
4. To approve feasibility surveys. Surveys might be conducted either for the inclusion of existing institutions in a state-controlled system or for locating new institutions. The Board should assume full responsibility for organizing, conducting, and financing all surveys.
5. To plan and develop new and additional junior colleges.
6. To review all curriculum proposals for newly established junior colleges and for proposed major modifications in present programs in existing junior colleges for recommendation to the Board of Higher Education.
7. To develop a consolidated budget request from all junior colleges under the control of the Board of Junior College Education.
8. To coordinate relationships between the junior colleges of the state and the four-year colleges and universities to the end that maximum freedom of transfer of students between junior colleges and between the junior colleges and the degree-granting institutions of the state and nation would be possible.
9. To conduct research or to cause studies to be conducted on the problems of junior college education and the contribution of that institution to the economic, educational, and general cultural welfare of the state and nation.
10. To prepare a report biennially to the General Assembly and to the public generally on the status of junior college education, its problems, needs for improvement, and projected developments.

D. Relationships with Illinois Board of Higher Education

In general, the relationship of the Board of Junior College Education with the Board of Higher Education would be similar

to that of the three university governing boards. Thus it would:

1. Assist the Board of Higher Education in developing, implementing, and refining the master plan for Illinois higher education.
2. Submit to the Board of Higher Education for approval, rejection, or modification any new units (programs) of instruction, research, and public service proposed by a two-year college. Reasonable and moderate extensions of existing programs would not need such approval according to the rules of the Board of Higher Education.
3. Submit, for analysis and recommendation, but not approval, the budget requests for state funds for aid to junior colleges not directly under the management of the Board of Junior College Education.
4. Submit, for analysis, recommendation, and approval the budget requests for funds, both operating and capital, for two-year colleges under the management of the Board of Junior College Education.
5. Represent the interests of junior college education on the Board of Higher Education in the same manner as the three university governing boards are represented.

E. Finances

The Illinois Board of Junior College Education should have sums appropriated for its use to cover items such as travel expense of board members, mailing and printing, salaries, consultative service and research, and contingencies.

Recommendation 3 - Financing a Junior College System

The Illinois Board of Junior College Education should develop a plan for financing junior college education which would include the following:

A. That the Board of Junior College Education control the financial support of all new junior colleges with state participation to cover all expenditures other than those covered by grants from outside sources and by tuition.
B. That the Board control and support all existing junior colleges according to "A" above following the qualification of these colleges according to criteria established by the Board of Junior College Education.
C. That tuition be charged, if it is deemed necessary to make such charges comparable with the tuition charged in other publicly supported institutions in Illinois.

D. That the principle be established that no citizen of Illinois shall be excluded from any junior college program because of inability to pay tuition charges.
E. That a system of scholarships, loans, grants, and work programs be developed to assist in aiding students, on the basis of need, enrolled in junior colleges.

Recommendation 4 - Development of a Junior College System

Planning for a junior college system should be expedited by early attention to the problem during the 1965 session of the legislature:

A. To immediately establish and appoint a Board of Junior College Education.
B. To request that the Board develop policies whereby new junior colleges may be established and constructed.
C. To appropriate funds to the Board of Junior College Education to be used for site acquisition and for detailed construction planning to be presented to the 1967 session of the Legislature in order that new construction may begin in 1967 on at least one comprehensive junior college.
D. To appropriate funds to be used in studying the feasibility of establishing new junior colleges in specific regions of Illinois and the potential development of existing junior colleges with reference to inclusion in a state system.